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ABSTRACT

This paper describes the historical background of New York State's system of education and then considers developments leading to the present system. The present system involves three levels of educational governance within a 2-level governance system. Activities at each of the three levels--local, intermediate, and State--are described in detail, and expectations for the future roles of each of these levels is considered. The document centers its discussion on the expanding role of the intermediate Regional Boards of Cooperative Educational Services in the State. It describes the financing of such services and the financing of vocational education and handicapped children programs at the regional level. (Author/DN)

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REGIONAL PROGRAMMING FOR DIFFERENTIAL NEEDS:

PROGRAMS IN VOCATIONAL EDUCATION AND FOR HANDICAPPED PUPILS IN NEW YORK STATE

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New York State an Overview:

The present system of education in New York State has been developing for more than 175 years. It is unique in the United States not only because of its long history, but also in the way it has been developing to at once provide for effective decision-making at the local level and leadership at the state level. It is remarkable because of its size, the number of children it serves, the diversity of the services provided, and because of the spirit that pervades it. This spirit embraces the doctrine of home rule, local support, state aid, state leadership and broad-based involvement combined with responsibility at all levels.

The uniqueness and excellence of New York's system of education is both fitting and appropriate. Its history and growth is reflected in the history and development of the State as a whole. It is generally accepted that New York State has been and continues to be a national leader in agriculture, industry, commerce, economics, social reform, and government. This is partly due to the positive benefits which have accrued to the State from a state system of education which has been developing since New York's first year of statehood. As early as 1784 the legislature established and empowered the Board of Regents with necessary legislative, executive, and judicial powers to organize and be responsible for the operation of a statewide system of education. Since then, that system has been developing as a major enterprise. It might be said that the business of education may be the largest single enterprise in New York State.

The purpose here, however, is not to elaborate upon the State's total system of education, but rather, to deal with selected facets of the system's activities directed to serve children and adults in its elementary and secondary schools.

During 1972-73 the public schools of New York State enrolled approximately 3,500,000 children and spent in excess of six billion dollars. Total expenditures in support of education of a child in weighted average daily attendance for the year was estimated at $1,759. An additional 750,000 children were educated within the many non-public schools of the State. That same year more than 210,000 professionals were employed to work with children in the 740 public school districts operating programs in the State. Two hundred and eight of these districts had enrollments of less than one thousand pupils in grades kindergarten through twelve, and one hundred and thirty-one districts enrolled more than 10,000 children in kindergarten through twelfth grade. The ranges in size, population, wealth, and program offerings in the State's school districts is reflected in the wide range and diversity of needs and expectations of the school communities located throughout the State.

The New York State System of Education

The Present Structure

Under the Constitution, authority and responsibility for education have been reserved historically to each of the States. That authority and responsibility for education has been vested in the separate state legislatures which are charged with providing for a system of education and surveillance over the operation of

New York State which has been recognized by its citizens as a tradition built upon the concept of local control. This, in turn, has led to the development of a state and local system of shared powers and responsibilities for planning, managing, and financing the State's system for public schools. In order to safeguard and support this tradition of local control, while carrying out the State's responsibility over educational matters, the legislature has taken two major steps since 1910 to establish a highly unique and adaptable intermediate level type governmental arrangement, for the State's educational system.

The first of these steps was taken in 1912 when the Office of the District Superintendent of Schools was created to serve as representatives of the Commissioner of Education and to carry out specified State purposes within each of 208 supervisory districts established throughout the State. Later, in 1948, the legislature adopted enabling legislation which authorized the establishment of Boards of Cooperative Educational Services within the supervisory districts in order to provide shared services at the request of two or more local school districts with the approval of the Commissioner of Education. Under the provisions of this legislation, the state's district superintendents were given additional responsibilities which included serving in the capacity of executive officer of the newly organized Boards of Cooperative Educational Services, wherever and whenever they might be established.

As such cooperative boards were formed, a three-level system

of educational governance began to emerge which may be considered a model around which variations may be designed to accommodate both local and state needs and aspirations. It is identified by interactive processes going on within or among each of the following interdependent levels as follows:

- The Local Level--The local school district is the basic level of educational governance. It is operated and governed by plans and policy of a local lay board. It is responsible for the provision of educational services and programs for all children. It provides for implementation of educational programs and services which minimally fulfill state purposes as mandated. Its educational offerings are limited only by decisions relative to the use of resources in the fulfillment of needs as locally determined.
- The Intermediate Level--The Supervisory District, or Board of Cooperative Educational Services, is the middle or mediating level of school governance in New York State. At this level, programs and services of either a unique state or local purpose may be provided. Moreover, many activities are carried out or services provided which are neither divisible nor desirably identified as being of a local or state nature. It is through arrangements at this non-institutionalized level that desirable accommodations can readily be made to provide organizational flexibility and functional adaptability necessary to each of the other two levels as both state and local purposes are met systemwide.
- The State Level--The State Education Department is the state

level and responsible for governance and administration of education within the State. It is from this level that leadership and planning for state-wide programs emanate and are coordinated. Policy-making rests with the Board of Regents, a lay board selected by the Legislature. As previously noted, leadership and policy-making sometimes emanate directly from the legislature.

It is essential to note that these levels are mutually reinforcing. The strength of the total system is dependent upon the strength of positive interactions of its interdependent parts.

The following principles for organization and administration of the State's system of education serve as the basis for its planning and operations:

- Education is a state function. Legal responsibility for the State's system rests with the State.
- All levels and units of the State's system of education share in operational responsibility.
- Many educational functions may be performed by more than one level of the system.
- The allocation of functions is based on the consideration of the needs of children.
- The local school district is the primary unit for providing direct programs and services to children. Decisions of policy rest with lay boards within legal limits.
- Flexibility and adaptability govern arrangements for allocating functions.

- The potential to provide equal access to programs and services needed by all children in all locations of the State is considered in making a determination of the level at which a given function is to be provided.
- There is continuing evaluation of all educational programs to insure that they meet individual and societal needs.
- The State's system of education must be coordinated with related educational activities of other agencies.
- Decision-making in policy and operational matters is expected to result from broad involvement of concerned professionals and laymen.
- The concept of public education is extended to include education for all the public.

The organization and administration of a state system on the basis of such principles and through a structure such as that being developed within New York State is dependent upon cooperative arrangements within and among the three levels of the systems. Emerging local and state needs, will best be dealt with systemwide through collaborative arrangements as developed and agreed upon within the functional arenas of the system's developing intermediate level.

Present Capacity and Expectation for the Future

The State Level

- The size and scope of New York State's system of schools requires tremendous effort on the part of the State as it carries out its educational responsibilities. The State's capability to relate

directly to local school districts has often been strained as systemwide attempts have been made to bring about needed change. An improved mechanism to enhance communication and the efficient delivery of some services seems needed at the State level.

Successful planning for the future at the State level will recognize that the urgency to translate ideas, research, and technology into changed classroom practice at the local level is becoming more and more evident, and that the State must become better organized to carry out its responsibilities in these regards.

The Local Level

- Primary responsibility for providing an adequate instructional program and experiences for each child is borne by the local district. It has been the policy of the State Education Department to assist local districts as they plan to combine into more efficient and cost-effective operating units. Changing needs, changing expectations, and changing perceptions have made consideration of district reorganization a continuing issue.

There are currently 740 operating school districts providing educational programs in New York State. The variation in their capabilities is in part illustrated by the following distribution of enrollments during the 1972-73 school year.

Fall Enrollment 1972	# of Districts
1-499	105
500-1,999	286
2,000-9,999	305
10,000-49,999	42
Over 50,000	2

A significant number of school districts are presently unable to provide a broad range of educational programs. Present and future demands upon local districts are increasing rather than relieving the need for larger enrollments in many school districts and there will continue to be a wide range in the potential of districts to provide minimal programs and services. Planning for the future must recognize that alternative approaches for the delivery of new services will need continuous development. New concepts of school district organization must be designed and old concepts refined if emerging educational needs are to be met within the present structure of education and the local district is to qualify for survival. The primary question for local districts will not concern itself with size and number of program offerings, but rather with meeting consumer demands and quality of services to be delivered.

The Supervisory District - Cooperative Board Level

The intermediate arrangement has been developing since 1948 to serve state and local level needs. At this level, 46 supervisory districts are administered by district superintendents who serve as a representative of the Commissioner of Education within their respective geographic territories while at the same time serving as the executive officer of the same area's locally established Board of Cooperative Educational Services. The primary purpose of the latter Board is to organize and provide for shared services requested by more than one school district of the area. Commingled within the office and person of each district superintendent-cooperative board executive officer are roles and responsibilities of a

state, local, and intermediate level purpose and character which effectively make possible the emerging development of desirable partnership arrangements for broad-based problem resolution. Criteria for consolidation and operation within and among these areas have been developed to maintain a close and satisfactory relationship between each district superintendent-cooperative board executive and all districts within his area of responsibility and for whom he serves. In planning for the future at this level it should be recognized that:

- State leadership of a new and different nature will require that new responsibilities will be met and new roles will be developed for carrying out developing state purposes.
- Emerging needs and demands at the local level will spawn a wide range of programs and approaches for organizing individuals and groups in more efficient and cost-effective ways.
- Organizational arrangements and behavioral patterns for decision-making will be devised for delivery of selected broad-based programs and support services.

The Cooperative Board Structure

- The term Board of Cooperative Educational Services is used to denote:
  - The lay board of education elected within the geographic area of a given supervisory district to carry out the decision-making responsibilities necessary for providing shared services to local school districts upon request and with the approval of the State. Board members are elected at an

annual meeting conducted for the purpose. Board members and trustees of component school districts serve as electors. A Board of Cooperative Educational Services may comprise five to nine members as authorized by the Commissioner of Education.

- The geographic area and school communities located within the boundaries of the supervisory district in which each cooperative board provides services. The school communities therein may or may not be component members of the board. All local districts except 22 are members of cooperative boards.
- The administrative and operational organization within each supervisory district through which programs and services of a shared nature are provided. This includes staff and facilities. For some purposes, facilities may be rented or owned; in other cases they may be centralized or decentralized. Like facilities, staff may be decentralized or centralized according to function.

- The growth and development of Boards of Cooperative Educational Services has been very rapid since the first twelve were established during the school year 1948-1949. The number of Cooperative Boards continued to increase for the next ten years, until a maximum of 87 had been reached in 1958-1959. Subsequently, the number has been reduced through consolidation of smaller units until today the number is 46. It is expected that future consolidations will decrease this number to 44 in the next several years.

Increased growth in the number of full-time employees is another indicator of the growth of Boards of Cooperative Educational Services. During the first year of operations in 1948-1949, fifty-six full-time persons were employed and ten years later that number had increased to 1,387. The records indicate that in 1971-1972 approximately 7100 full-time employees were providing Cooperative Board services at that time. Except in the itinerant teacher program areas where there have been some reduction in staffing, the number of employees has shown an increase as old programs are expanded, new programs are initiated, and component districts make greater use of the cooperative boards to provide consultative and supervisory services within program areas and selected managerial services are requested.

Another indication of the growth of the Cooperative Board movement is represented by increases in the total expenditures and State Aid for Cooperative Board Services. During the year 1949-1950, total expenditures amounted to $346,628 and state aid was paid in the amount of $116,607. In 1958-1959, total expenditures reached $7,662,449 and state aid in the amount of $4,518,820 was paid in support of Cooperative Board programs. These amounts were further increased in 1971-1972 when total expenditures were estimated at $161,361,000 and state aid payments were estimated at $87,100,000.

The Boards of Cooperative Educational Services within New York State have demonstrated that they can develop as the mediating

agency that our system of education has been seeking to have developed.

Since the first year of their operation, Boards of Cooperative Educational Services have developed specific characteristics and trends in program development and in the delivery of services. Local and state guidelines for the provision of cooperative board services include the following:

- Two or more school districts request the service.
- The services will supplement local programs.
- The services will be provided with efficiency and economy.
- The quality of the services will meet required standards.
- The state Commissioner of Education approves the request.

- In addition to these functionally-oriented characteristics, criteria for the continuance of cooperative boards have been developed which take into account the administrative and programmatic needs of the several areas of the State. A high degree of flexibility, both in organization and in operation of the individual boards of cooperative educational services is assured. New York State believes that each of its cooperative boards should:
  - Be an area of socio-economic interest which should have at least one common population and marketing center.
  - Have a pupil enrollment within the next five-ten years that will be large enough to insure that its programs can be provided economically, efficiently, and effectively.

- Have a financial base and adequate resources to insure that the area is capable of sustaining programs with reasonable effort.
- Not exceed geographically a territory in which at least 90% of the pupils are within 35 minutes additional time from their local high school to the cooperative board instructional center.
- Be bounded by extremities which can be covered across the highway system in no more than two hours travel time.
- Be expected to serve no more than 20 properly organized K-12 districts.
- Be one which includes within its boundaries at least one institution of higher learning.
- Be capable of providing all reasonably requested services from its local districts.
- Be so organized that it can share its resources and clients on a broad base with other cooperative boards and/or agencies as necessary.

Provisions for Governance

Boards of Cooperative Educational Services, were authorized in Section 1958 of the Education Law which was passed in 1948. Under the terms of this section of the law, procedures and steps for the "establishment of boards of cooperative educational services pending the creation of intermediate districts" were delineated. At that time, Section 1958 of the Education Law was considered by some to provide for an interim arrangement through which selected shared

services could be provided within the various supervisory districts throughout New York State pending the creation and organization of newly authorized intermediate school districts. However, no intermediate school districts were ever created in New York State. Boards of cooperative educational services were established and fluorished as a result of local and state demands. Boards of cooperative educational services were found to provide the organizational flexibility and programmatic adaptability which the State's system needed during the decades of the 1950's and 1960's. It soon became evident that the boards of cooperative educational services had developed into an intermediate level type organization which far outpaced what had originally been planned for the future intermediate school districts which never became a reality.

Since 1948, Section 1958 of the Education Law has been amended as needed. The boards of cooperative educational services and supervisory districts whose territory they cover have developed and grown as the level of school governance serving in an intermediate relationship with both local districts and the State.

Statutes, regulations, and guidelines relative to governance and operations have been promulgated by the State. The Commissioner of Education's responsibilities for governance and operations at this level is carried out through administrative, program and budgetary approvals, reviews, and audits, regularly conducted through state officials operating under the Commissioner's directions in the New York State Education Department.

In addition, each cooperative board manages and operates its own activities according to policy, regulations and guidelines adopted by the individual boards of cooperative educational services according to the needs of its component school districts.

Relationships with Local Districts and the State Education Department

It is within the framework of these State mandated and locally oriented statutes and policies that each individual board of cooperative educational services works with local school districts to serve their unique educational needs by providing requested and approved services. On the basis of needs assessments conducted among the several school districts of each area, shared service requests for desired programs are formalized by the cooperative board executive and submitted for State approval through the respective cooperative boards. To assist in initiation of new services, to provide input to users for program operations, and to insure continuous re-evaluation of on-going activities, advisory committees of professionals and laymen are organized by individual cooperative boards.

Annual program and budgetary approvals required at both local district and state levels guarantee that accountability for services and administration are regularly provided. There exists in the position of the district superintendent-cooperative board executive officer a unique capability to commingle local and state efforts and interests without undesirable division of labor and use of

resources. Through this partnership arrangement the State can strongly exert programmatic leadership and supervisory responsibilities as it works with local districts in the planning, implementation and evaluation of any services to be shared at the intermediate level. Decision-making with broad-based involvement from both the local level and the state is facilitated through governance processes designed to link and coordinate the best thinking available at both of those two levels of educational government. Systemwide linkages operating from one cooperative board to the other and coordinated at the state level through the office of the Assistant Commissioner for School Services have been established to provide an information and dissemination function that join individual cooperative boards in a network arrangement. Liaison among the local districts, the state, and the boards of cooperative educational services, regardless of the direction or flow of information to be disseminated, is well developed and effectively facilitated.

Relationships with Higher Education and All Other Agencies

Historically the various public and non-public agencies which provide numerous educationally-oriented services within any geographic area have tended to work among their publics in overlapping, uneconomical and sometimes competitive ways. It has been evident that the public schools have had a real need to work more efficiently with a variety of public and non-public agencies. As both a state and local agent serving both state and local purposes within a geographic area the district superintendent-cooperative board executive officer has both adequate authority and prestige needed

to enhance the development of improved relations among local school districts, cooperative boards, institutions of higher learning and virtually all public and private agencies serving children at either the local or state levels. The building of bridges among public agencies serving within a cooperative board area is a major leadership role which the district superintendent is expected to fulfill.

Emerging Regionalism--Expanding Roles and Relationships Within and Among the Boards of Cooperative Educational Services

Regionalism is not a new phenomenon in education within New York State. As has been demonstrated, the boards of cooperative educational services have been organized and operated programs of a multi-district nature since 1948. What is new, however, are concepts and understandings relative to the system's capability to expand roles, functions and relationships within and among cooperative boards to the end that multi-cooperative board combinations may act in concert to meet emerging broad-based educational needs and demands identified either locally or systemwide.

In recent years this potential has been realized as geographic combinations of cooperative boards have voluntarily cooperated to broaden their fields of operations and in jointly undertaking on a larger area base such activities as needs assessment, delivery of high cost programs like data processing and television, planning on a multi-cooperative board basis to implement emerging programs statewide and attacking problems of a metropolitan nature.

In so doing, it appears that systemwide capabilities are being developed that will make the emerging intermediate level able to fulfill the roles of:

- Coordinating and development agencies.
- Educational change agents.
- Extensions of their local school districts.
- Extensions of the State Education Department.
- Expanded educational service centers.
- Effective centers for communications for shared decision-making at all levels.

Financing Cooperative Boards

Financial support for cooperative boards comes from local, state, and federal sources. School districts purchase services by contract and their costs are reimbursable by the state on the basis of the share of the costs for each district through a state aid formula. The state aid to local districts for cooperative board expenses is above and beyond all other state aid paid to local districts. The formula is based upon each individual districts wealth and tax effort characteristics, and may approach 90% of costs.

Cooperative boards may receive additional funds from service contracts with non-component districts, other units of local or county government, and other public agencies such as Health, Social Services, and Mental Hygiene. In addition, cooperative boards receive federal funds either directly or through the Education Department from the several ESEA titles, the Applachian

Regional Commission, the Department of Labor, and the Department of Social Services.

Boards of cooperative educational services have very little power or authority. They can administer their own board operations but cannot levy taxes, or substantially raise moneys except from local components or clients except as specified.

Each cooperative board raises funds from local districts on the basis of an approved budget itemizing proposed expenditures in support of administrative activites and approved programs and services to be conducted. This budget is prepared and approved on a yearly basis by both the cooperative boards and the Commissioner of Education. It is bipartite in nature. One part is designed to support administrative costs anticipated to run the affairs of the board and the other portion is the service budget through which requested services are funded.

Boards of cooperative educational services are supported through a comparatively liberal special aid formula. The formula is an open-ended one. It has provided a strong incentive to local districts to share with others in the purchase of cooperative board services. It is one under which both the state and local district share in the costs of approved operating expenses. Under this special aid only a relatively few districts receive less than fifty percent aid. As stated earlier, some districts have been found to be eligible for as much as 90 percent state aid for services received and approved for that purpose.

In addition to its open-erdedness, the formula has been found to be unique in that it provides a reward for effort and serves to equalize costs of education at the local level within each area it serves.

Special aid to each cooperative board for services may be claimed for local participating districts on the basis of either of the following two formulas:

- The usual equalization rates upon which local districts receive regular state aid, or
- The local district's computed tax rate on full valuation.

Districts, then, of low wealth with theoretically fewer leeway dollars may choose to be aided on the regularly higher equalization rate. On the other hand the high wealth districts measured on the basis of full valuation may be earning more by taxing themselves more. As a result the formula encourages expansion of broader based services either through equalization effort among the less wealthy and the equalization of burden among those who will more heavily tax themselves.

Trends and Analyses

From the beginning there has been evidenced a need for boards of cooperative educational services to provide shared services. Thirteen different types of shared service programs were offered through a half dozen or so cooperative boards organized during the school year 1948-1949. The concept of area or center-based operations had not been considered as yet. Itinerant teachers were hired through cooperative boards and travelled to client

school districts upon request. Fifty-four teachers and professional consultants provided services in thirteen different type programs in areas such as agricultural education, industrial arts, and art in the 1948-1949 school year.

In 1949-1950 the number of cooperative boards organized increased to 31. They employed 138 full-time professionals in 16 program areas. State aid reimbursed during that year amounted to $116,607. Total cooperative board expenditures in 1949-1950 amounted to $346,628. This latter figure was almost tripled by 1951-1952 when total cooperative board expenditures amounted to $980,887. Program offerings remained at the comparatively stable number of 19, but the total number of professional staff employed by cooperative boards increased to 237. During that year the first program for atypical children was established in Suffolk #3 Cooperative Board. As yet, however, programs for the handicapped or programs in vocational education had not flourished as services. This was due to the fact that cooperative boards were not yet able to buy buildings and the concept of shared services was identified with programs conducted by itinerant teachers who moved from school district to school district. Generally these itinerants were hired to serve as classroom teachers in areas such as reading, art, driver education, agriculture, homemaking and music. Other professionals were shared to coordinate adult education, elementary education, medical services or audio visual programs. Throughout the fifties and until the latter part of the 1960's, more and more cooperative boards were established in spite of the fact that the number of supervisory districts were continually declining. Increases in staffing and program offerings

were continually reflected in regularly expanding budgets. The trend is clearly identified in the following chart:

Year	# Boards	# Teachers	# Programs	Expenditures
1949-50	31	138	16	$ 346,628
1950-51	33	208	18	747,979
1951-52	36	237	19	980,877
1956-57	65	945	24	4,675,400
1958-59	82	1387	24	7,662,449
1964-65	85	2130	34	25,329,685

By the end of the school year 1966-67, cooperative boards had reached a total expenditure figure of $50,881,225. About 45% of this amount had been specifically used to provide services in the areas of special and vocational education. Cooperative boards were beginning to be accepted as more than interim arrangements. They were, in fact, developing as integral units of operation at the intermediate level.

Of critical importance to the further development of cooperative boards was the passage of legislation in 1967 which permitted the acquisition of facilities by affirmative action of the voters in each cooperative board. The framework for expansion of programs in vocational education and special education had been provided.

The boards of cooperative educational services were emerging as highly flexible organizations, capable of adapting both new and old programs in either a highly decentralized or centralized way

as determined by function and need. New staffing patterns, varying programmatic approaches and organizational arrangements were developed which reflected both local and area needs and interests. The itinerant teacher program decreased, but new concepts relative to the nature of a shared service were invented to more than preoccupy leadership at both the local and intermediate level.

During the years 1967-68 and 1972-73 total expenditures for cooperative board services were increased from $67,228,000 to $192,000,000, and the number of boards reduced to 46. The great variety and nature of program offerings numbered nearly 100 and covered a wide array of services to local districts.

Imagination and creativity seem to be the only limit of what cooperative boards may be able to do on a shared basis. As old programs are rendered obsolete, new ideas and invention continually result in the delivery of new services. While the rapid upswing in the growth of programs in vocational education and special education is not expected to continue, expansion at a more moderate level is expected. Most significantly, however, is the fact that new technologically-oriented programs of a shared service nature are surfacing and being installed. Planning approaches, re-education programs for teachers, and new evaluation and management systems are emerging which can be expected to expand offerings, staffs and budgets in the future.

Funding Administrative Services and Programs

It was earlier noted that the Board of Cooperative Educational Services budget is bipartite in nature.

One part of the budget is known as the administrative budget. This comprises a part of the district superintendent's salary, the salaries and related expenses of the central staff and costs of operating the cooperative board. In addition, the costs of facilities acquisition or the rental of same is included in the administrative budget.

The costs of the administrative budget are apportioned to component districts on the basis of each district's enrollment as a part of the total enrollment of the Cooperative Board. State aid is paid on the administrative budget in the same way that it is paid on the service budget except for the rental or acquisition of facilities. State aid for the latter is paid to component districts on the same basis that each district receives aid for its local school construction costs. Based solely upon wealth, this ratio varies from 0 to 90%.

The second part of the cooperative board budget is the service budget. Included in it are charges by program, student or other unit of measure as may be agreed upon for itemizing costs to participating districts. A participating district pays only for those portions of the services in which it shares. The purchase of any service by a member district is voluntary and no district is required to share in the funding of any shared service in which it does not take part. In this respect the service budget differs from the administrative budget in that all component districts are required to provide their prorated share of the administrative budget.

Other Aid - Federal and Other Sources

As a local educational agency, boards of cooperative educational services administer and provide programs funded through the various

Federal and State sources. Whether or not a specific cooperative board does share responsibility for a given categorical program will depend upon the nature of the program and the need of its local districts.

Since the inception of the Elementary and Secondary Education Act, cooperative boards have served as the administering agency of numerous multi-district programs under Titles I, II, III, and VI of that Act. Local districts have not only turned to leadership of the cooperative boards to operate programs and establish education centers on their behalf within a given geographic area, but they have also turned to them for specialized expertise often needed in the developing fields of Federal funding, project development, program evaluation and grantsmanship.

Of particular impact upon cooperative board program development have been funds made available through the Vocational Education Act of 1963 and later amendments. Both program and construction funds have been particularly well used to develop the occupational centers which cooperative boards have been developing and operating throughout the State. Funds from this source are used collectively with other moneys to support special programs for the handicapped. The National Defense Education Act of 1958, as well as Appalachian moneys and other State and Federal categorical programs have often been effectively pooled to provide outstanding facilities and physical resources without excessive strain on local district resources.

In many instances individual cooperative boards have been recipients of grants to carry out programs and to do research and development work in the name of various foundations and non-profit organizations that seek agencies that have demonstrated a need or interests of mutual concern.

Financing Programs for the Handicapped

Until 1951 when the Suffolk #3 Cooperative Board established a program for educable mentally retarded children, comparatively few programs for atypical children were operating in public schools outside of the larger cities in the State. By 1955 only ten cooperative boards were providing programs for handicapped children. Within the next five years this figure had increased to 39.

Throughout the early 1960's programs for the handicapped were gradually developing both qualitatively and quantitatively in cooperative boards. Even before passage of the Elementary and Secondary Education Act during the school year 1965, 45 of the then existing cooperative boards were employing 648 special education teachers to provide specialized services for the handicapped child at a cost in excess of $5 million. This amount represented more than 20% of the total expenditures among all cooperative boards that year.

With the close of the school year in 1969-1970, it was found that the size, scope, and quality of statewide efforts on behalf of the handicapped through cooperative boards were being evidenced in ways that were unprecedented. During that year, 50 of the existing 52 cooperative boards had expended in excess of $32 million to provide programs for children with special needs. Financial data for that year shows that more than 25% of all cooperative board expenditures went for

specialized services for those with handicapping conditions is continuing. During the most recent school year (1972-73) nearly $61 million was spent to provide specialized services by the 46 cooperative boards serving more than 22,000 children. This amount represents nearly 30% of the total cooperative board expenditures for that year.

Planning for the child with handicapping conditions seems to indicate a shift in the nature of services to be delivered to carry out future programs. It does not necessarily indicate that there will be a significant decrease in funding, however. It is anticipated that in the future more low incidence, high cost programs will be conducted within and among the cooperative boards on behalf of some children who may be presently institutionalized through other agencies. In addition, it is expected that cooperative boards will be providing new consultative and support services among local user districts which it is hoped will become more capable of better serving at the local level many children who currently have been receiving services outside of their home districts. Such support services from cooperative boards will provide local districts with resource rooms and materials, re-education programs, diagnostic and prescriptive capabilities, and emerging technologically-oriented approaches that should immediately make a difference with both the handicapped and non-handicapped alike.

Financing Programs in Vocational Education

Agricultural education courses were first operated by cooperative boards in 1948. During the following year a similar program was established by another rural cooperative board. However, no other

vocational course was established until 1955 when four more cooperative boards offered separate and different programs. Between 1955 and 1959 vocational courses began to be established with increasing frequency. By the end of school year 1959-60 forty-six new vocational programs were being offered through the several cooperative boards. Among these were vocational agriculture, auto mechanics, technical electronics, business education, practical nursing, cosmetology, and radio and television electronics. During this period many local school districts were providing a variety of vocationally-oriented program offerings. It soon became evident, however, that except in the large city and suburban districts these course offerings could not be provided for as efficiently and effectively as through the cooperative boards.

Beginning with 1957, Federal funds became available to cooperative boards, and the State Education Department began to look more closely at the cooperative boards as the administrative organization within areas of the State which could exercise areawide leadership to assess vocational needs and develop marketable programs. The availability of additional funds that year from the Federal Government under the National Defense Education Act in support of vocational education also served as an impetus to expand vocational offerings through boards of cooperative educational services.

Cooperative Boards began to develop new programs in vocational education during the early 1960's. This development was due to encouragement from the State Education Department and stimulation from other government agencies and private business. It soon became apparent that the viableness of these programs was proof that vocational education

could best be provided on a multi-district or areawide basis.

Stimulated by recent program successes and encouraged by additional funds under the Vocational Education Act of 1963 (and later amendments), the cooperative boards regularly expanded program offerings during the ensuing years.

Some indication of the growth of this cooperative board service may be observed in the following chart:

Year	Total Cooperative Board Expenditure	# Participating Boards	Vocational Expenditure
1964-5	$ 25,330,000	28	$ 4,030,000
1966-7	50,881,000	46	12,279,000
1968-9	98,086,000	55	26,563,000
1970-1	143,066,000	48	34,872,000
1972-3	192,278,000	47	51,811,000

It should be noted that these figures do not include the costs of facilities rental or acquisition which are described below.

The total secondary school enrollment in vocational education programs operated by the states 46 cooperative boards in the 1972-73 school year numbered more than 50,000. In addition, more than 30,000 adults were enrolled in vocational programs operated by cooperative boards in the late afternoon, evening, and Saturday hours.

Financing Cooperative Board Facilities

As was stated earlier, the enactment of legislation by the New York State Legislature in 1967 gave cooperative boards the statutory right to acquire facilities for educational programs by voter approval

and approval of the Commissioner of Education. Prior to 1967, cooperative boards rented or leased facilities from school districts, other government agencies, or private owners.

On July 1, 1973, 35 cooperative boards had either constructed or were constructing facilities to house their programs. Nine additional boards had acquired facilities constructed before 1967 through lease purchase, and the two remaining boards contracted with other cooperative boards for vocational and special education services.

The total cost of facilities acquired since 1967 represents a total investment of over $160,000,000 in 71 separate facilities. Several cooperative boards are at various stages of planning for additional facilities in the near future.

Total costs of $160,000,000 have been paid from local, state, and federal sources. Approximately $16,000,000 has come from Vocational Education Act funds and Appalachian funds, $56,000,000 from local tax funds, and the remaining $88,000,000 from state tax sources. In addition to housing programs for vocational education and special education, administrative offices, instructional materials centers, resource rooms, and other spaces needed for specialized supportive services are housed in these facilities.

Case Studies

The reader may appreciate the dimensions of program offerings by cooperative boards if he is afforded an opportunity to review specific examples of typical boards.

-- The Allegany County Board of Cooperative Educational Services

The Allegany County Cooperative Board comprises all of the thirteen school districts in this southwestern county of New York State. Total enrollment, K-12 in the 1972-73 school year was approximately 10,500 students. The largest school district enrolled approximately 2,400 students K-12 and the four smallest districts enrolled less than 500 students in K-12.

This Cooperative Board acquired a facility in 1967 which had a capacity of 500 secondary students for vocational education programs on a half-day basis. The enrollment in the vocational programs exceeded the building's capacity in the 1970-71 school year, and the voters authorized an addition in 1971. This added space provided for an additional 100 vocational students and space for 110 handicapped children.

The original facility was constructed at a cost of $1,900,000, of which $500,000 was granted by the state from Vocational Education Act funds and Appalachia Funds. The remaining $1,400,000 was paid from local funds in the amount of $400,000 and state funds in the amount of $1,000,000. The 1971 addition required an investment of $892,000. Two hundred twenty-two thousand dollars came from Vocational Education Act funds; $100,000 from Appalachia funds; $190,000, local funds; and $382,000 in state funds.

The Allegany Cooperative Board conducted 26 separate vocational education programs on a half-time basis for 550 secondary school students from its thirteen component districts in the 1972-73

school year. In addition, 1200 adults were enrolled in 37 different courses during the school year in late afternoon and evening programs.

The costs of the secondary school programs was $950 per student for a total expenditure of $550,000. State aid reimbursement for these expenditures amounted to 70% to the local school districts or approximately $385,000.

It is anticipated that the Allegany Cooperative Board programs in vocational education for the 1974-75 school year will enroll 650 students in 31 programs and that capacity of the facility will have been reached.

The initiation and operation of each course was in accordance with a five-year plan for that cooperative board developed and approved by the Cooperative Board and the State Education Department.

-- Suffolk #3 Cooperative Board

The Cooperative Board of the Third Supervisory District of Suffolk County is that cooperative board immediately east of Nassau County on Long Island. It comprises all 18 local school districts in the supervisory district with an enrollment in excess of 1[illegible],000 pupils, grades K-12.

This Cooperative Board constructed a central facility in 1967 at a cost of $[illegible],000,000. Five hundred thousand dollars in Vocational Education Act funds were allocated by the Education Department and the remaining $1,500,000 will be paid from local funds of $900,000 and state funds amounting to $600,000.

This facility was constructed to house 42 programs enrolling 730 secondary school students on a half-day basis. Enrollments exceeded capacity before the facility was completed and a second construction project was authorized in 1970 in the amount of $14,800,000. This project provided additional facilities for an additional 920 vocational students on a half-day basis and two new facilities for handicapped children with a total capacity of 870 pupils in all day sessions.

In the 1972-73 school year, the Suffolk #3 Cooperative Board contracted with its component school districts to educate over 900 children who were severely handicapped. These children had been diagnosed as emotionally disturbed, physically handicapped, deaf, trainable mentally retarded, severely learning disabled, or brain injured. The costs of these programs amounted to $3,300,000. Of this amount, the state contributed approximately 60% or nearly $2,000,000 with the remainder paid by the local school districts.

It should be noted that the local districts in this Cooperative Board range in size from over 2,000 pupils to over 15,000 pupils in grades K-12. Many handicapped children are educated in the local school districts with the support of services provided by this Cooperative Board. These services include itinerant teacher specialists, resource rooms, instructional services, diagnostic and prescriptive services, and in-service programs. The total amount of these support services in 1972-73 exceeded $1,000,000 which was state-aided in the approximate amount of $600,000.

Review and Preview

This paper is a presentation of regional programs in vocational education and for handicapped children in New York State. A historical background of New York State's system of education involving three levels within a two-level governance system and developments to the present have necessarily been a part of this paper.

Regionalism in New York State is synonymous with boards of cooperative educational services. These boards are the state's intermediate units and have leadership provided by a unique person with a dual role entitled district superintendent and cooperative board executive officer. Responsive to local and state needs and inputs, the district superintendency in New York State has become a most important position of leadership and responsibility.

The real concerns of the people of New York State in regard to their state's educational system appears to center around the need to change what takes place in the schools and to enhance the decision making processes which may make those changes possible.

The rapid growth in the breadth and scope of cooperative board services is a reflection of these two concerns. Cooperative board programs tend to be of high quality, exemplary, sensitive to real student and societal needs, and more accountable than programs at the local level. Broad based involvement in decision-making and evidence of effectiveness, efficiency, and economy have contributed to broad-based acceptance and support of cooperative board endeavors. All indications point toward further expansion of programs and services for children directly and indirectly for the rest of this decade. Creative uses

of this intermediate and mediating level may well be the only limiting factor in its future growth and in its capacity to serve the needs of individuals and society as determined at the local and state levels of New York State's educational system.